

Montana Emergency Response Framework

2012

This is a comprehensive all-hazards plan designed to provide the basis for an effective and coordinated response to disasters and emergencies that impact our state.

“The MERF”

MONTANA DISASTER & EMERGENCY SERVICES

MT DES Planning Bureau

Introductory Documents & Records

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LETTER OF PROMULGATION

I hereby adopt the enclosed document as the official Montana Emergency Response Framework (MERF). My approval of this plan is pursuant to the authority vested in me by Title 10, Chapter 3 of the Montana Code Annotated (MCA).

I direct all the state departments, entities and other instrumentalities of state government to cooperate fully with each other and the Disaster and Emergency Services Division of the Department of Military Affairs in the execution of the MERF.

The MERF, authorized by MCA Title 10, Chapter 3; Part 301, is comprised of the Emergency Support Function Annexes and the necessary operational plans for coordinating functional capabilities, incident specific coordination issues, and recovery implementation plans. Operational plans are stand-alone documents and considered volumes of the Montana Emergency Response Framework. The MERF is the main coordinating and policy document for all plans. The Emergency Support Annexes establish the Standard Operating Guidelines (SOG) for the subject of the volume.

The effectiveness of the MERF is only as good as your understanding of the document and the continuous update and maintenance that you provide. I fully expect each agency to participate in disaster exercises coordinated by the Disaster and Emergency Services Division. I respectfully request Department Directors to continue to review their roles and responsibilities in accordance with the MERF to assure a prompt and coordinated response to all incidents, emergencies and disasters we may face in our state.

Montana Disaster and Emergency Services (MT DES) will be responsible for updating the plan and managing the distribution. MT DES will assist the lead and support agencies in coordinating the operational plan development. A copy of all volumes will be housed in the MT DES Plan Library. MT DES will maintain a record of all plan distribution lists and updates.

GIVEN under my hand and Executive Seal of
the State of Montana, this 15 day of
October, 2012.



Brian Schweitzer
Governor

APPROVAL AND IMPLEMENTATION

Under Montana statute, each level of government is responsible for the safety and security of its residents. Montanans expect local, tribal and state governments to keep them informed and provide assistance in the event of an emergency or disaster. America's **National Preparedness Goal (NPG)** is to create and maintain a secure and resilient Nation by employing an all-hazards approach to national preparedness that is flexible and scalable. The **Montana Emergency Response Framework (MERF)** fulfills both obligations as a comprehensive all-hazards plan providing for an effective and coordinated response to disasters and emergencies. The MERF supersedes the State of Montana's Disaster & Emergency Plan of 2001. This plan presents a consistent structure for utilizing the emergency response resources and capabilities of state, local and tribal governments, volunteer agencies, the private sector and nongovernmental organizations (NGOs). Emergency response procedures, responsibilities and lines of authority are defined in the MERF.

The MERF aligns itself with the **National Response Framework (NRF)** by incorporating the **National Incident Management System (NIMS)** and employing a functional approach to providing assistance in order to facilitate communication and coordination between the state and the federal government. Each **Emergency Support Function (ESF)** is assigned to a primary agency with other entities in supporting roles. The primary agency will work with **Montana Disaster and Emergency Services (MT DES)** in the development, coordination and maintenance of appropriate annexes, and ensure tasks are completed during emergency operations.

A primary goal of the NRF and the MERF is to integrate federal, state and local/tribal special-purpose incident management and emergency response plans into an active and useful structure. NIMS includes the **Incident Command System (ICS)**, a management system designed to enable effective, efficient incident management by integrating a combination of facilities, equipment, personnel, procedures and communications operating within a common organizational structure. The MERF is designed to integrate quickly and efficiently with the NRF. Consistent with NIMS and ICS principles, both the NRF and the MERF can be partially or fully implemented in the context of a threat, in anticipation of a significant event, or in response to a significant event. Selective implementation through the activation of one or more of the system's components allows maximum flexibility in meeting the unique operational and information sharing requirements of the situation at hand and enabling effective interaction with various non-federal entities.

This plan is always in effect for preparedness, response, and initial relief activities and implemented when a major emergency or disaster occurs or is imminent.


Modifications to this plan can be made by the Governor, the Adjutant General of the Montana National Guard, the Montana DES Administrator, Senior MT DES Officials and MT DES personnel. Modifications to ESF Annexes may be made by the state department functioning as the primary agency for the ESF.

This plan is hereby approved for implementation and supersedes all previous editions.



Governor of the State of Montana

10/15/12
Date



Adjutant General of the Montana National Guard

15 OCT 2012
Date



Administrator of Montana Disaster & Emergency Services

9/17/12
Date

RECORD OF CHANGES

All changes are to be annotated on the master copy of the Montana Emergency Response Framework. Should the change be significant in nature, updates can be made to applicable Web pages. If not, changes will be reviewed and incorporated into the plan during the next scheduled update.

Date Posted	Change	Recommending Agency/Individual
3/6/12	Re-do Table of Contents to follow NRF more closely	DES/J. Lee Okeson
3/14/12	Create Cover Page	DES/J. Lee Okeson
3/27/12	Update Purpose, Scope, Assumptions	DES/J. Lee Okeson
4/2/12	Update Situation, Hazards	DES/J. Lee Okeson
4/4/12	Update Authorities & References	DES/J. Lee Okeson
4/16/12	Rework Hazards Section	DES/J. Lee Okeson
4/30/12	Update Concept of Operations	DES/J. Lee Okeson
5/2/12	Update Org & Responsibilities	DES/J. Lee Okeson
5/7/12	Update Concept of Operations	DES/J. Lee Okeson
5/11/12	Update Direction, Control & Coordination	DES/J. Lee Okeson
5/30/12	Revisions from 1 st (Planning Bureau Chief) review	DES/J. Lee Okeson
6/20/12	Finish all Sections (except for QQQs) other than Communications and Admin, Finance & Logistics	DES/J. Lee Okeson
6/25/12	Small changes from 2 nd (ESF Coordinator) review. Delete Annexes in TOC	DES/J. Lee Okeson
7/11/12	Ready for 3 rd (Chief of Operations) review	DES/J. Lee Okeson
7/18/12	Changes after Chief of Operations review	DES/J. Lee Okeson
7/25/12	Changes after initial internal review	DES/J. Lee Okeson
8/21/12	Changes after meeting with DES Management	DES/J. Lee Okeson
8/31/12	Changes to Communications Section after review	DES/J. Lee Okeson
9/4/12	Final review, proofing and revision by J. Okeson	DES/J. Lee Okeson
9/5/12	Changes after DES Administrator Review	DES/J. Lee Okeson
9/18/12	Changes after TAG Review	DES/J. Lee Okeson
9/18/12	Number Table of Contents and remove DRAFT watermark	DES/J. Lee Okeson
9/19/12	Changes after review by the Governor's Office	DES/J. Lee Okeson
11/1/12	Re-wording of ESF 3 and other ESFs activities	DES/J. Lee Okeson
11/2/12	Clarify Primary Federal Agencies for ESFs	DES/J. Lee Okeson
11/30/12	Clarification on GMAC members – p 46	DES/J. Lee Okeson
11/30/12	Revisions of ESF activities to coordinate with ESFs in progress of being developed – pp 38-43	DES/J. Lee Okeson
12/3/12	Include signed Letter of Promulgation – p 3	DES/J. Lee Okeson

SEE NEXT PAGE

RECORD OF CHANGES – PAGE 2

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Table 1: Record of Changes

RECORD OF DISTRIBUTION

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Table 2: Record of Distribution

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Overview

PURPOSE

The purpose of the **Montana Emergency Response Framework (MERF)** is to identify the roles, responsibilities and actions of state government during times of emergency or disaster. The reason to characterize state activities during such times is to provide a consistent structure for seamlessly coordinating, integrating and administering the emergency operations plans and related programs of local, tribal, state and federal governments, participating volunteer agencies, private sector contributors and nongovernmental organizations. The plan illustrates the state's role in efforts to prevent, protect from, mitigate, respond to and recover from the effects of all-hazard incidents regardless of cause, size, location or complexity.

The MERF's **Basic Plan** provides guidance to facilitate a prompt and efficient response in order to prevent or minimize loss of life, injury, or damage caused by an incident, emergency, or disaster. It includes a high-level description of the state's probable hazards and operations strategies. Much of the Basic Plan pertains to the **State Emergency Coordinator Center's (SECC)**, detailing its structure and operations, delineation of chains of command and organization of resources, and recommendations of response and recovery measures intended to reduce disasters or their impacts. The Basic Plan also outlines SECC's processes enabling coordination of local, tribal, state and federal disaster and emergency activities.

The **Emergency Support Functions Annexes** illustrate the 15 categories commonly used to organize resources and capabilities. ESF coordinating and primary agencies are identified on the basis of authorities and resources. Support agencies are designated based on the availability of resources in a given functional area. Using the ESF format facilitates the most efficient access to federal department and agency resources regardless of which organization has those resources.

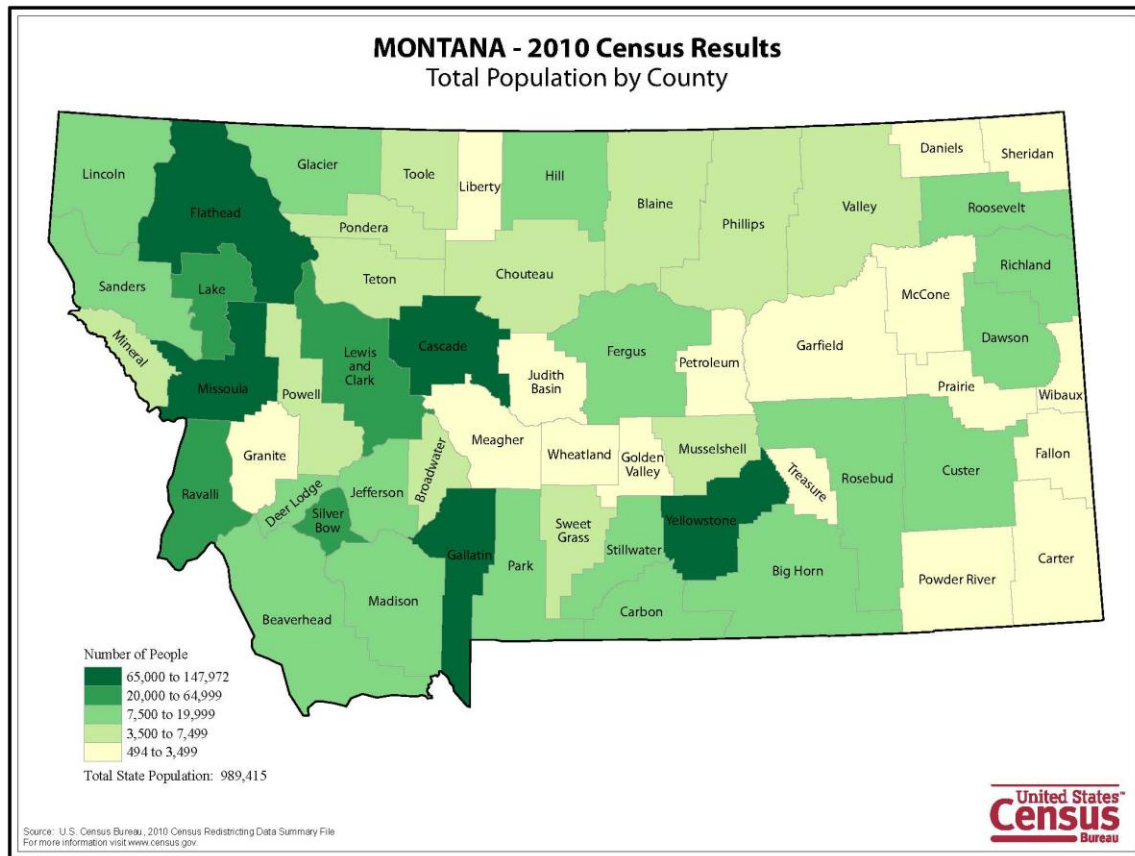
The **Support Annexes** describe how state, local, tribal, federal departments and agencies, the private sector, volunteer organizations and NGOs coordinate and execute the common support processes and administrative tasks required during an incident. The actions described in the Support Annexes are not limited to particular types of events, but are overarching in nature and applicable to nearly every type of incident. In addition, support functions may sustain several ESFs.

SCOPE

The MERF is in effect at all times, describing the activities necessary to respond to events stemming from natural, technological and man-made hazards. The roles, responsibilities, capabilities and actions required of all participants preparing for and responding to incidents, emergencies and disasters are identified. This plan includes the safe and effective integration and coordination of volunteer agencies, private organizations, nongovernmental organizations, and all appropriate levels of government involved in emergency response and relief efforts. The use of the NIMS promotes a coordinated response in managing emergencies or disasters in order to save lives, prevent injuries, protect property and the environment, and return the affected area to a state of normalcy as quickly as possible. Although this framework's purpose is to assist the people within Montana and our sovereign tribal nations, the plan's structure is intended to facilitate effective inclusion of other entities such as other state governments and the federal government.

SITUATION OVERVIEW

Montana covers approximately 147,046 square miles. The state is divided into three geographic areas, the eastern third is plains, the central third is plains surrounding what are called “island” mountain ranges, and the western third is comprised of mountain ranges and valleys. The state's prominent geological feature is the Rocky Mountains. The Rocky Mountain Front extends from Glacier County in the north to Lewis and Clark County in the south. Most mountain ranges run north to south through Montana and account for one-third of the state's land surface area. The Montana Natural Heritage Program approximates that roughly 29% of Montana's land mass is owned by the federal government and is managed by the United States Forest Service, Bureau of Land Management, and the National Park Service. The seat of state government is located in Helena in southwestern Montana.



There are 56 counties, 624 cities and towns, and 7 federally recognized sovereign Indian Nations within the boundaries of the state. According to 2010 US Census data, Montana saw a 9.7% increase from 2000 to 2010 to a total population of approximately 989,415, with most of the growth occurring within the 7 most populous counties. With an overall ratio of 6.8 persons per square mile, most jurisdictions in Montana deal with challenges unique to rural areas. County populations range from as few as 494 residents in Petroleum County to more than 147,972 in Yellowstone County.

There are significant vulnerable populations who may need special assistance during times of emergency. According to 2010 US Census data, nearly 14.8% of the state's population is 65 years of age and over. Approximately 12.8% of Montana's civilian non-institutionalized residents have been identified as a person with a disability. About 4.6% of the state's population speaks a second language at home. According to the Institute for Tourism and Recreation Research at the University of Montana, roughly 10 million non-resident travelers, unfamiliar with local conditions and emergency response capabilities, visit Montana each year. All special needs populations represent a unique emergency planning and response challenge to both state and local government that must be met.

Montana's transportation infrastructure contains 3 major interstate highways and 2 major east-west railway corridors. According to the Federal Aviation Administration (FAA), Montana has 9 commercial airports and 62 general aviation airports.

Montana participates in the Emergency Management Assistance Compact (EMAC), the nation's state-to-state mutual aid system, as provided for in Montana Code Annotated 10-3-10. EMAC has been involved during real events as well as large-scale exercises.

HAZARD ANALYSIS SUMMARY

Montana has experienced and continues to be vulnerable to a multitude of emergency situations from natural, technological, and man-made causes. Most hazards Montana deals with are natural, but the possibility of a terrorist or man-made incident continually increases. The most feasible events are considered below:

Flooding – Montana can experience flooding in almost any area at any time of the year. The two most common types of floods, snowmelt and flash, pose the single greatest potential hazard to property in the state. Over 70% of all major disaster declarations for Montana are due to flooding.

Snowmelt flooding occurs as warmer spring temperatures melt snow over the mountains and the runoff overfills creeks and rivers. Flooding may be intensified by spring rains falling over the mountain snowpack adding to the water flowing into waterways.

Two common causes for flash flooding are severe storms or ice jams. Heavy thunderstorms most often occur in June, July and August. Montana contains large areas that are part of widespread drainage basins for major rivers such as the Columbia, the Yellowstone, and the Missouri Rivers. Large amounts of precipitation can quickly accumulate in the creeks that comprise these basins. Moreover, areas in and below land burned by wildfire have an increased risk of flooding.

According to NOAA's National Weather Service, Montana has the highest number of reported ice jams in the lower 48 states, most commonly occurring in February and March. Prolonged sub-freezing weather allows an ice cover to develop on a river or stream. When the freezing weather is followed by significant warming, the ice can break free and flow downstream. Jams typically form as ice accumulates at obstacles such as bends in the rivers or bridge supports. Water can quickly back up behind the jam causing localized flooding. Jams can release very quickly, and flash flooding is often the result as the water stored behind the ice jam then rushes downstream. When snowmelt, rain, or rain-on-snow occurs in tandem with the breakup of river ice, the result is often more intense flooding. Ice jams and ice formation in rivers and creeks can lead to flooding starting as early as December in western Montana. Most ice jam flooding in eastern Montana happens with the spring runoff in conjunction with snowmelt flooding. Freeze-up and break-up ice jams have been documented most often in the months of December, January and February.

Wildfires – Montana is susceptible to Wildfire, both natural and human-caused. Cycles of drought, land management practices and fire suppression leave many areas of Montana predisposed to burn. Insect infestation has created many forest areas susceptible to fire by creating large volumes of dead fuel. July thru September is typically the most catastrophic months for fires, but does not exclude the possibility of fires at any time of the year. According to data from the Northern Rockies Coordination Center (NRCC), Montana has averaged close to 1,700 fires per year for the last 14 years.

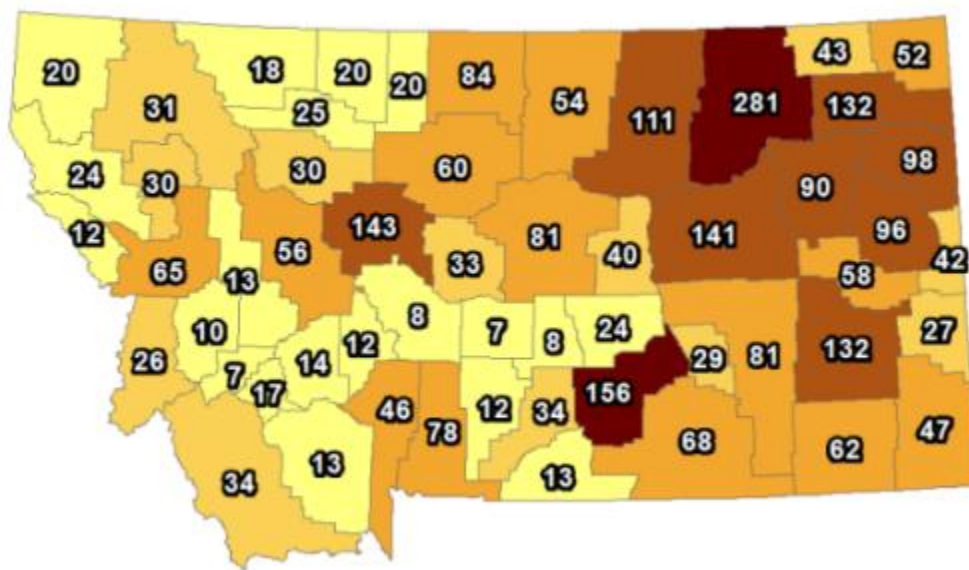
Winter Storms - All areas of Montana are vulnerable to storms of potentially disastrous proportions. The western mountains will usually have more snow, while the central and eastern plains will have colder temperatures and possibly high wind along with the snow. Winter storms in Montana are occasionally severe enough to overwhelm snow removal efforts, transportation, utilities, livestock management, and business and commercial activities. 25% of the major disasters declared in Montana have been from severe winter storms.

Drought – A drought is an extended period of unusually dry weather. Montana naturally has a semi-arid climate. Even in high moisture years, snowfall and rainfall may not provide a consistent, dependable water supply throughout the year. Severe drought, when several months pass without significant precipitation, results in devastating economic consequences for agriculture, forestry, wildlife management, the environment and tourism. Periods of drought can lead to abnormally dry land that is more susceptible to wildfires. Drought can actually promote future flooding. Vegetation dies without water, and as a result, even average rain can cause flooding. Drought is such a potential danger to Montana that the state statutorily mandates a Drought Advisory Committee (DAC) to annually assess drought conditions and mitigate effects. The Department of Natural Resources and Conservation (DNRC) is the lead agency, per 2-15-3308 MCA, responsible for drought monitoring.

Severe Storms (Wind, Hail, Tornadoes, Downbursts and Microbursts) – Montana’s geography contributes to the formation of severe weather that may result in strong winds, rain, and/or hail. Severe storms happen at any time of the year, resulting in blizzards, flooding, hail, and high winds.

Many summer thunderstorms, particularly in the mountains, are dry storms that pose a fire hazard due to their wind and lightning and lack of precipitation. According to the National Weather Service, Montana’s dry climate creates optimum conditions for downbursts and their more localized form, microbursts. Downbursts and microbursts are exceptionally strong downdrafts plummeting from a thunderstorm that diverge horizontally upon reaching the Earth’s surface. These winds can descend at rates up to 150 miles per hour and cause damage miles in area. Less common than thunderstorms and downbursts, tornadoes have occurred in many counties of the state, and are a particularly common threat to those who live in central and eastern Montana.

Wind Events (≥ 58 mph) - 1950 - 2011



Number of Events: 6 - 25 26 - 45 46 - 85 86 - 145 146 - 300
NOAA – National Weather Service

Landslide - Landslides are among the most common geologic activities in Montana. Montana’s topography, waterway undercutting, unconsolidated soil layers, and precipitation characteristics all contribute to the possibility of earth movement. Major events, such as the deadly landslide triggered by the Hebgen Lake Earthquake in 1959, may be difficult to mitigate, but the effects of the more common, slow movement of soil can be lessened with recognition and planning. According to the Montana Bureau of Mines and Geology, the effects of the very slow land movements can be seen along many Montana roadways in the form of leaning trees, misaligned fences and walls, and

damaged road surfaces and foundations. Landslides and rockslides may occur by themselves or in conjunction with another natural event such as wildfire, severe winter snowmelt, heavy rains, and earthquakes.

Earthquake – Earthquakes may pose the largest single event natural hazard faced by Montana. According to the U.S. Geological Survey (USGS), Montana is one of the most seismically active states in the US. Since 1925, the state has experienced five shocks that reached intensity VIII or greater (Modified Mercalli Scale) and hundreds of less severe tremors. The Modified Mercalli Scale is the method most commonly used in the United States for measuring earthquake intensity. This twelve tier scale ranks observed effects from I, felt only under especially favorable circumstances to XII, total damage. There are significant faults in many parts of Montana, but most of Montana's earthquake activity is concentrated in the mountainous western third of the state where the Intermountain Seismic Belt trends north from Yellowstone National Park to Helena, then heads northwest, terminating beyond Flathead Lake.

Avalanche - The winter snow pack presents the danger of avalanche, particularly around many of Montana's popular ski resort areas. Areas of Montana's terrain and weather are particularly conducive to avalanches. Two of Montana's ski areas, Bridger Bowl and Big Sky, are two of the most avalanche-prone ski resorts in the United States. The increasingly heavy usage of the backcountry during the winter months has heightened the impact of this ever present winter and spring danger.

Dam failure - Dam failure is a technological threat facing many Montana communities. According to the Department of Natural Resources and Conservation (DNRC), there are over 3,500 dams in Montana that impound 50 acre feet of water or more. Of these dams, approximately 150 are classified as high-hazard. The Hazard rating refers to the potential for the loss of life downstream should a dam fail, rather than a reflection of a dam's condition. As dams age and deteriorate from deferred maintenance and decay, the risk increases. The failure of any dam has the potential of causing extensive property damage and possibly the loss of life, but the risk can be mitigated if detected and addressed.

Oil Spills / Hazardous materials - Hazardous materials used in agriculture, industry, and in the home pose a daily hazard to people and the environment. According to the Montana Liquid and Gas Pipeline Association there are approximately 15,000 miles of pipelines in Montana. The roughly 950 miles of interstate in Montana are frequently used to transport all types of materials which would cause hazardous conditions if exposed. The approximately 3,170 miles of train tracks within the state are used to transport assorted materials through and from Montana. Montanans are vulnerable to the adverse effects of accidental or deliberate leakage of hazardous materials.

Public Health Emergency – The most probable public health hazards in Montana include communicable diseases, food and water contamination, and health effects from hazardous incidents such as fire, HazMat spills and flooding. Possible incidents having

public health implications include bioterrorism, radiation and chemical releases and outbreaks of diseases and infections such as E. coli, salmonella, and pertussis.

Utilities Disruption – Utilities, such as gas, electricity, water, wastewater and communications maintain the infrastructure for public services. The disruption of utilities can be caused by a multitude of factors and have consequences ranging from inconveniences to life endangering events. The loss of heating fuel and electrical services during cold winter weather can be life threatening. The loss of sewer treatment capabilities brings about sanitation issues that can contribute to public health hazards. A disruption in water supplies can lead to serious problems affecting the public's health. Interruptions in communications such as phone, radio and television have implications on personal and facility security as well as emergency services.

Transportation Accident – Transportation incidents refer to events involving aviation, vehicular, train and bridge travel. The Montana Department of Transportation (MDT) reported 1,591,976 commercial aviation boardings at Montana airports in 2011. According to the Montana Department of Commerce, there are over 70,000 miles of road in the state. MDT reports that over 11 billion miles were traveled by vehicle in Montana in 2010, and 20,146 crashes were recorded. The Department of Commerce states there are over 5,200 bridges in Montana and that over 23% of those bridges have been rated "structurally deficient" or "functionally obsolete". It was concluded in the Department of Commerce's County Bridge and Road Capital Improvement Planning and Financial Manual that Montana's counties are facing critical transportation deficiencies. Disruptions in transportation can affect fuels delivery and interrupt the food supply which can, in turn, lead or contribute to emergency situations.

Civil Disorder – Montana is becoming more exposed to civil disobedience incidents and the threat of civil disorder is always increasing. Local and state law enforcement entities can become overwhelmed logistically and financially when an event extends for even a relatively short period of time.

Terrorism / Cyber Attacks – Montana is at risk from domestic and foreign terrorism and national security incidents. These incidents could take the form of threats and hoaxes, chemical, biological, radiological, nuclear, conventional weapons or explosives, improvised explosives, or cyber-attacks. Montana's geographic location, vast spaces, sparse population, and independent mindset make the state attractive to numerous extremist groups.

Although cyber-attacks seem distant to Montanans, it is a growing threat to be addressed. The current (2012) FBI Director states that "...in the not too-distant-future we anticipate that the cyber threat will pose the greatest threat to our county." Federal authorities focus on three key threat groups: terrorists, organized crime rings and state-sponsored cyber espionage. Geographic isolation doesn't protect Montana from cyber threats.

Cascading Events - There is a probability of the occurrence of major events striking simultaneously or within a close time frame. There is also the probability that the occurrence of one event will trigger one or more secondary events. Local, tribal and state emergency managers should plan for these secondary or cascading events.

HAZARDS																
Primary Event	Avalanche	Drought	Earthquake	Flood	Landslide	Tornado	Wildfire	Winter Storm	Civil Disorder	Dam Failure	HAZMAT	Utility Disruption	Subsidence	Transportation	Volcano	Terrorism
Avalanche	■			▼	▼					▼	▼	▼	▼	▼		
Drought		■					▼						▼			
Earthquake	▼		■	▼	▼					▼	▼	▼	▼	▼	▼	
Flood				■	▼					▼	▼	▼	▼	▼		
Landslide	▼			▼	■					▼	▼	▼	▼	▼		
Tornado						■					▼	▼	▼	▼		
Wildfire				▼	▼		■				▼	▼	▼	▼		
Winter Storm	▼			▼	▼			■		▼	▼	▼	▼	▼		
Civil Disorder							▼		■		▼	▼		▼		▼
Dam Failure				▼						■	▼	▼	▼	▼		
HAZMAT									▼		■					▼
Utility Disruption									▼		▼	■				
Subsidence	▼												■	▼		
Transportation							▼				▼		▼	■		
Volcano	▼		▼	▼	▼		▼			▼	▼	▼	▼	▼	■	
Terrorism							▼		▼	▼	▼	▼	▼	▼		■

▶ Types of secondary or cascading events that can be triggered by the primary event

MITIGATION OVERVIEW

For in-depth information on these and other hazards and the State Mitigation Overview, link to the Montana State Mitigation Plan 2010 available online at the bottom of page: <http://montanadma.org/montana-state-hazard-mitigation> .

CAPABILITY ASSESSMENT

The State Preparedness Report (SPR), submitted to the Federal Emergency Management Agency (FEMA) annually, gives an assessment of capabilities at the state level. Each town, city, county and tribe should have an assessment of their own capabilities used to cope with hazards that can impact their communities. A Threat and Hazard Identification & Risk Assessment (THIRA) yields capability targets that can be measured against the SPR to illustrate capability shortcomings to be addressed.

ASSUMPTIONS

The following statements were assumed to be true when this plan was updated:

An emergency or disaster can occur at any time and any location. Some incidents will have enough warning that appropriate notification can be issued; others will occur with no advance warning. Events may create significant degrees of human suffering, property damage and economic hardship to individuals, governments, the environment, and the business community.

The premise of the NRF and the MERF is that all levels of government and the whole community share the responsibility for working together to prevent, protect against, mitigate, respond to, and recover from the effects of an emergency or disaster event.

Citizens expect government to keep them informed and to provide guidance and assistance in the event of a threat, emergency or disaster.

Planning at the local and state levels is based on pre-identification of populations and determination of resource shortfalls and contingencies. Counties and tribes will recognize vulnerable populations, identify resources for persons with special needs, and plan appropriately.

Plans must comply with the Americans with Disabilities Act (ADA), which requires that emergency policies be modified to enable people with disabilities to evacuate, use emergency transportation, stay in shelters, and participate in all emergency and disaster-related programs together with their service animals.

Incidents are managed at the local government level. Local jurisdictions, tribes, citizens, businesses, state agencies, and industries should plan to be self-sufficient for at least

72 hours after the incident. In some instances, a state agency in the local area may act as a first responder and may provide direction or assistance consistent with its specific statutory authorities and responsibilities.

Each political subdivision eligible to receive funds under Title 10, Chapter 3, Part 4 MCA shall:

- Prepare a local or inter-jurisdictional disaster and emergency plan and program covering the area for which that political subdivision is responsible that shall be in accordance with and in support of the state disaster and emergency plan and program
- Prepare and distribute on behalf of the principal executive officers, in written form, a clear and complete statement of:
 - (a) the emergency responsibilities of all local agencies, if any, and officials
 - (b) the disaster and emergency chain of command
 - (c) local evacuation authority and responsibility
 - (d) local authority and responsibility for control of ingress and egress to and from an emergency or disaster area

A local emergency proclamation or disaster declaration may only be issued by order or resolution of the principal executive officer of a political subdivision whenever the principal executive officer determines there is an emergency or it is determined that a disaster is occurring or has occurred. An emergency proclamation may terminate with a disaster declaration or when the principal executive officer determines that the emergency no longer exists. A disaster declaration may be terminated when the principal executive officer determines that the disaster conditions no longer exist.

State agencies will have their own comprehensive emergency management programs that enable them to:

- Support Montana's emergency management mission and policies
- Communicate with the State Emergency Coordination Center (SECC) on the status of activities during or following any emergency or disaster. Reports should include damage assessments and the agency's ability to accomplish their functional role during an emergency or disaster
- Develop and implement policies that reduce the effects of an emergency or disaster
- Establish procedures for continuity of government including the preservation of essential records

The priorities for Incident Management are to:

- Save lives and protect the health and safety of the public, responders, and recovery workers. This includes provisions for people with functional and access needs, i.e. children, elderly, mobility-impaired, people with service animals and people with household pets
- Protect structures necessary to provide essential services, i.e. hospital, fire station
- Protect and restore critical infrastructure i.e. utilities, communication, and transportation systems

- Protect property and mitigate damages and impacts to individuals, communities, and the environment
- Facilitate recovery of individuals, families, businesses, governments, and the environment
- When appropriate, conduct law enforcement investigations to resolve the incident, apprehend the perpetrators, and collect and preserve evidence for prosecution

Private and volunteer organizations, i.e., American Red Cross, The Salvation Army, Montana Volunteer Organizations Active in Disasters (MTVOAD), etc. will provide immediate life-sustaining relief to individuals and families, not normally available from government resources. Local and/or state governmental agencies will assist these organizations by providing information, guidance, and coordination of their relief efforts.

Each level of government will respond to an emergency or disaster to the extent of its available resources. Once these resources have been exhausted, mutual aid will be requested. If these are determined to be insufficient, then requests will be made from local to state and, if necessary, state to federal government. State assistance is intended as a supplement to, not a substitute for, local and tribal emergency operations.

If the Governor determines an emergency exists where the primary responsibility for response rests with the state because the emergency involves an area or facility for which the state government exercises exclusive preeminent primary responsibility for and authority over, the Governor may unilaterally direct the provision of assistance and will, if practicable, consult with the local jurisdiction.

State government and professional organizations have resources and expertise available to assist with emergency or disaster related problems that are beyond the capability of the affected local government or region. The state will modify normal operations and redirect resources in order to save lives, relieve human suffering, sustain survivors, protect property, and assist in reestablishing essential services. Life-saving and life-protecting response activities have precedence over other emergency response activities, except when national security implications are determined to be of a higher priority.

The state may be unable to satisfy all emergency resource requests during a major emergency or disaster.

The Governor may request the President to declare a major disaster or emergency if the Governor finds that effective response to an event is beyond the combined response capabilities of affected local/tribal governments, the state, and Emergency Management Assistance Compact (EMAC) partners. Based on the findings of a joint federal-state-local Preliminary Damage Assessment (PDA) indicating the damages are of sufficient severity and magnitude to warrant assistance under the Stafford Act, the President may grant a major disaster or emergency declaration.

Federal assistance will be available for disaster response and recovery operations under the provisions of the NRF and the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288). Multiple programs exist within the federal government to assist states and local entities to respond to and recovery from disasters and emergencies. Each has their own unique processes, procedures, and routes of request. As the designated lead during statewide disasters/emergencies, each state agency that is coordinating assistance through their federal partners will keep MT DES apprised of their activities and provide copies of their assistance documentation.

The NIMS includes the Incident Command System (ICS) and will be used as the incident management system for all levels of response. Local plans should align with state plans, which in turn will align with federal plans, in particular in the utilization of the National Incident Management System (NIMS).

Concept of Operations

GOALS AND OBJECTIVES

The major **goals** of Montana disaster and emergency activities and the MERF are the preservation of life; the protection of property, critical infrastructure, the environment, and the economy; and continuity of government operations. The Concept of Operations of the MERF illustrates an overview of the State of Montana's planned emergency response, including the SECC's general sequence of activity before, during and after an event, its activation levels and possible activities to cover response and recovery areas of emergency management.

The overall **objective** is to ensure the effective management of emergency efforts in responding to situations associated with disaster emergencies. This is accomplished by:

- Coordinating in support of the on-scene Incident Commander
- Coordinating and maintaining liaison with appropriate federal, state, tribal and local governmental agencies and appropriate private sector organizations
- Responding to requests for resources and other support
- Establishing priorities and adjudicating conflicting demands for support
- Encouraging inter-jurisdictional mutual aid
- Activating and using communication systems
- Providing the Governor and key state officials with important information
- Preparing and disseminating emergency public information
- Disseminating community warnings and alerts
- Enabling the movement and reception of persons in the event an evacuation is ordered
- Collecting, evaluating and disseminating damage information and other essential data
- Coordinating the restoration of essential services

The **sequence of emergency operations** is that, with few exceptions, there are certain similarities in the procedures followed by each level of government in response to an emergency or disaster. Local requests for lifesaving emergency assistance may be acted upon verbally and subsequent local declaration and justification documentation should follow as soon as practical.

The typical sequence is:

Local => Local with Mutual Aid => State => State with EMAC support => Federal

Montana's planned emergency response is based on the premise that the capabilities and resources, including mutual aid, of the local/tribal jurisdiction are exceeded by an emergency or disaster event, thereby requiring the assistance of state government. Such assistance, when authorized, will be provided by state agencies operating as part

of an effort coordinated by Disaster and Emergency Services operating on behalf of the Governor. The Governor may request assistance from the federal government if the capabilities and resources of local, tribal and state governments and EMAC are exceeded.

The MERF is the primary plan for managing incidents and details the coordinating structures and processes used during emergencies in Montana. Other primary agencies' plans provide details on authorities, response protocols, and technical guidance for responding to and managing specific situations such as hazardous materials spills, wildland fires, health emergencies, etc.

Plan implementation and the subsequent supporting actions taken by state government are specific to the emergency or disaster situation. Implementation is influenced by the timely acquisition and assessment of reliable information gathered from the affected jurisdiction(s).

Montana DES is mandated under the authority of 10-3-105 MCA to coordinate with political subdivisions within the state, tribal governments, other states, the US federal government and Canada to the fullest extent possible in prevention and preparation activities. A major role is to assist local and tribal jurisdictions in their efforts to accomplish the needed tasks prior to, during and after an incident.

Each local and tribal governmental body and state departments will develop and maintain current their own emergency operations plan, specific procedures and checklists necessary for accomplishing necessary emergency management tasks. Plans may delegate authority and assign responsibility to departments, agencies, divisions, bureaus, offices, or other components of the group. Such plans and checklists should be written consistently with this state plan.

Local and tribal bodies and state departments involved in emergency management will:

- Retain administrative control of their personnel and equipment when tasked to support other local jurisdictions or state departments
- Maintain detailed logs of personnel and other costs for possible reimbursement
- Monitor and coordinate with their counterparts during the implementation of emergency assistance programs, as appropriate. As this occurs, the SECC will be kept informed of this coordination
- Notify MT DES of any information regarding possible/pending incidents or disasters

Emergency management in Montana, following the approach detailed by the National Preparedness System, is conducted under the five Mission Areas portrayed in the National Preparedness Goal (NPG): **Prevention, Protection, Mitigation, Response and Recovery**. State-wide preparedness involves a range of deliberate activities to identify, build, sustain, test, review and improve operational capabilities that will be needed in times of emergency. Preparedness tasks include identifying and assessing risk, estimating the level of capabilities needed to address those risks, building or sustaining the capabilities, developing and implementing plans to deliver those

capabilities, training and exercising, monitoring progress, and reviewing and updating capabilities, processes and plans. **Capabilities** are the means (plans, personnel, assets, processes, methods, measures) to accomplish an objective under specified conditions, to target levels of performance.

In order to prepare, state departments and agencies may:

- Appoint an **Emergency Support Function Point of Contact (ESFPOC)**, and (at least) two alternates, to act on behalf of the department or agency and to provide representation at the SECC during activations and exercises. The ESFPOC will be knowledgeable of and will represent all divisions and programs within the department. The ESFPOC will have the authority to make decisions and expend resources in providing operational and technical support to local governments or other state agencies. The ESFPOC will report all actions taken by their agency to the Planning Section of the SECC. Names and 24-hour contact phone numbers will be furnished to MT DES
- Develop and maintain department/agency plans, standard operating guidelines (SOGs), and checklists that prescribe in detail how the department will implement its assigned responsibilities. Instructions will be included for notification of key personnel, setting up shifts of suitable hours and other appropriate measures. Plans and checklists will be written consistently with the MERF plan
- Departments that have a lead role in an Emergency Support Function will develop and maintain the appropriate attachments to this plan
- Maintain a current resource database of all departmental equipment, specialty personnel, and materials available to perform assigned functions
- Ensure all personnel assigned specific functional responsibilities in support of this plan are adequately trained and prepared to assume those responsibilities
- Coordinate plans, procedures, and preparations with participating federal, state, and local partners, and private and volunteer agencies. As appropriate, enter into working agreements with these agencies in order to promote effective and efficient emergency response and relief efforts

Montana DES supports local, tribal and state agencies in their efforts to perform their full range of emergency management efforts. The preparedness Mission Areas of Prevention, Protection and Mitigation are not contained in the MERF. As the Montana Emergency *Response* Framework, the MERF is concentrated on the Response (and Recovery) activities.

Response - Response includes activities to address the immediate and short-term goals to preserve life, property, the environment, and the social, economic, and political structure of the community. Response also includes the execution of emergency operations plans and incident mitigation activities designed to limit loss of life, personal injury, property damage, and other unfavorable outcomes.

Response activities include the support of:

- Search and rescue
- Emergency shelter, housing, food, and water

- Emergency medical and mortuary services
- Public health and safety
- Decontamination following a chemical, biological or radiological incident
- Removal of threats to the environment
- Emergency restoration of critical services (electric and gas services, water, sewer, telephone)
- Transportation, logistics, and other emergency services
- Private sector provision of needed goods and services through contracts or donations
- Secure crime scene, investigate and collect evidence

During the Response Stage, state departments and agencies will:

- Implement departmental emergency plans and procedures, as appropriate and when requested by MT DES
- Alert personnel and mobilize resources in affected and adjacent areas
- Provide ESFPOCs to the SECC upon request
- Coordinate emergency response activities with local, state, federal and other agencies through the SECC
- Coordinate the release of departmental emergency public information through the Governor's Press Office, MT DES, or the Joint Public Information Center, or through the Joint Information System (JIS), if one is activated
- Assist in assessing and reporting damages to any state-owned facility or property under departmental jurisdiction. Report this information to the SECC's Public Works Group
- Record and report to MT DES all costs incurred in carrying out emergency operations. Best practices must be followed on all financial/logistical record keeping

Recovery - Recovery involves actions and the implementation of programs needed to help individuals and communities return to normal. Recovery programs are designed to assist victims and their families, restore institutions to sustain economic growth and confidence, rebuild destroyed property, and reconstitute government operations and services. Recovery actions often extend long after the incident itself. Recovery programs include mitigation components designed to avoid damage from future incidents.

Typical recovery actions may include:

- Repair and replacement of disaster damaged public facilities (roads, bridges, municipal buildings, schools, hospitals, qualified non-profits)
- Debris cleanup and removal
- Temporary housing and other assistance for disaster victims
- Low-interest loans to help individuals and businesses with long-term rebuilding and mitigation measures
- Restoration of public services (electric and gas services, water, sewer, telephone)
- Crisis counseling and mental health services

During the Recovery Stage, state departments and agencies will provide personnel, equipment and other required resources to support relief operations upon request.

SECC ACTIVATION

The State Emergency Coordination Center (SECC) will be activated based upon the scope, magnitude and complexity of an event. Only the SECC functions and positions required to meet current response objectives will be activated. Each activated SECC function must have one person in charge. Each individual within the SECC has a designated supervisor. Maintaining a reasonable span of control of no more than one to seven is the responsibility of every supervisor. The organizational structure should be flexible enough to expand and contract as needed. Staff may be required to take on more than one position or role, as determined by the nature of the emergency event, availability of resources or as assigned by a supervisor. The Chief of Operations of MT DES or his/her designee will monitor the statewide situation and recommend the appropriate preparedness level for each operational period. The Chief of Operations of MT DES or his/her designee functions as the SECC Manager during SECC activities.

Criteria for establishing SECC preparedness levels may include:

- Actual or forecasted weather events with significant potential impacts to people and their property
- Significant events in communities that impact their response capabilities, including flooding, wildfire activity, power system failures, water and sewer system problems, hazmat and other incidents
- Availability of emergency response and recovery resources statewide
- Occurring or forecasted geologic events with potential impacts to people, property and transportation

Level 5 - Routine Monitoring

During normal business hours MT DES provides a Duty Officer. The Duty Officer performs normal surveillance of situations state-wide. Incidents reported are generally within the capability of the local or tribal government. The SECC is in readiness, while normal day-to-day operations are conducted. Any pertinent information will be dispatched to state agencies and MT DES management by the Duty Officer. During non-business hours this responsibility is met by providing an on-call Duty Officer.

Level 4 – Limited Activation

If the Duty Officer determines that the event necessitates additional action, he/she will contact the Chief of Operations of MT DES who will determine the appropriate course of action. The SECC activation is at the discretion of the personnel occupying the positions of MT DES Chief of Operations, MT DES Administrator, MT DES Chief of Staff, Adjutant General of the Montana National Guard, or the Governor. Limited staff will closely monitor a developing situation that has the potential for some impact. This may include the activation of some Sections to provide operational support, logistical support, situational reporting, and preparations to increase the state response, if necessary.

Upon activation of the SECC, the SECC Manager (MT DES Chief of Operations or his/her designee) will consult with appropriate Command and General Staff to determine the appropriate level of activation for the first operational period. Subsequent re-evaluation of the incident will determine the operational organization for the SECC. The level of activation will be determined by details such as the resources requested and the size and complexity of the incident.

Level 3 – Partial Activation

All ICS Sections of the SECC will be staffed for each Operational Period. Notification is made to those Emergency Support Functions (ESF) partners that may need to take action. The MT DES Administrator, the SECC Manager, or the ESF Coordinator will identify which ESF(s) are to be activated to support the needed response. Limited staff, along with any appropriate ESF partners, will monitor and respond to discipline-specific event(s). Situational Reporting will be performed by the Planning Section of the SECC. If necessary, SECC Staff work hours may be extended at this level of activation.

Level 2 – Full Activation

This significant level of response requires a county, tribal or state declaration of a major disaster or emergency. Full SECC staff and all appropriate ESF partners will monitor and respond to an emergency or disaster situation that may have a broad or devastating impact on the state or any portion of the state. Deployment of a Liaison Officer is likely if the incident is within the state or immediately adjacent to the Montana border. The SECC will consider establishing a Joint Information Center (JIC) to begin developing and disseminating critical public messages and advisories based on the situation. Twenty four-hour SECC activation is considered at this level.

Level 1 – Full Activation with National Response Framework (NRF) Coordination

This highest level of response includes all the characteristics of Level 2 – Full Activation with any additional necessary federal and state government involvement to supplement and support local and tribal response efforts. The appropriate Sections of the SECC will coordinate with the corresponding federal ESF(s) in response to an emergency or disaster situation. The Governor may convene the **Governor's Multi-Agency Coordinating Group (GMAC)** to help prioritize resources. The Governor may designate a **State Coordinating Officer (SCO)** to work in unison with the **Federal Coordinating Officer (FCO)**, as identified. The SCO and FCO will be in position at the SECC until a **Joint Field Office (JFO)**, a temporary federal facility established locally to provide a central point for federal, state, local, and tribal executives to coordinate actions, is established. Full Twenty four-hour staffing may be required. However, the level of activation for the SECC may be reduced following a thorough threat assessment.

Activation of the SECC will terminate upon the decision of the MT DES Administrator, MT DES Chief of Staff, or MT DES Chief of Operations/SECC Manager and SECC status will be decreased to a lower level. The SECC Manager oversees the termination process. Reasons to end the SECC activation include:

- SECC functions are no longer needed
- The declaration of emergency is lifted
- Coordination of response activities and/or resources is no longer required
- The event has been contained and emergency personnel have returned to their regular duties

Local and/or tribal requests for state or federal assistance are coordinated through the SECC. Assistance available to local and tribal governments depends on the incident, and upon some key milestones. Unless a local jurisdiction declares an emergency or disaster and imposes a 2 mil emergency levy on their constituents, the state is unable to provide any financial assistance. Tribal governments are not required to impose any levies. The SECC is always available to assist in locating resources and connecting local and tribal officers with technical experts, but local and tribal governments remain responsible for all costs associated with those services. The Governor *may*, but is not obligated to, authorize state general funds to assist local and/or tribal governments during times of emergency or disaster (10-3-311 MCA).

Organization & Assignment of Responsibilities

The State of Montana has both a statutory and a moral responsibility to its citizens to help protect their communities and to assist their efforts to prepare for, respond to and recover from all sorts of disasters and emergencies. The Disaster and Emergency Services Division (MT DES) of Montana's Department of Military Affairs is charged with coordinating state assistance offered to local and tribal jurisdictions during those events. MT DES also coordinates the provision of assistance to and from state agencies. In order to fulfill that responsibility, Montana DES operates a facility known as the SECC.

The SECC is designed to operate using a scalable, multi-tiered Incident Command System (ICS) structure. Services provided and staffing of the SECC are determined by the needs of the particular incident. On a daily basis, the MT DES Duty Officer is available 24-hours/day to (1) monitor conditions, (2) to receive situation reports, and/or (3) to receive requests for assistance from local or tribal government jurisdictions, or from other state agencies.

This portion is a review of the SECC structure, the tasks to be performed by various positions, each ESF and accountable parties, and the duties of participants throughout the state that have a part in achieving the emergency management goals.

STATE EMERGENCY COORDINATION CENTER (SECC) STRUCTURE

The organization of the SECC conforms to the ICS structure. These positions are only filled when needed. Staff may be required to take on more than one position or role to cover all necessary tasks. ESF positions are also indicated in the outline below:

- Command Staff (ESF #5)
 - SECC Manager
 - Public Information Officer (ESF #15)
 - Liaison Officer
 - Agency Representatives
 - Safety Officer
- General Staff
 - Operations Section
 - ESF Coordinator
 - Response Branch
 - Public Works Group (ESFs #1, #3, & #12)
 - Public Safety Group (ESFs #4, #9, #10, & #13)
 - Public Health Group (ESFs #6, #8, & #11)
 - Recovery Branch (ESF #14)
 - Public Assistance Group
 - Individual Assistance Group
 - Hazard Mitigation Group

- Volunteer Coordination Group
 - Damage Assessment Group
- Planning Section
 - Situation Unit
 - Resources Unit
 - Documentation Unit
 - Demobilization Unit
 - Advance Planning Unit
- Logistics Section (ESF #7)
 - Communications Unit (ESF #2)
 - Supply Unit
 - Facilities Unit
 - Transportation Unit
- Finance and Administration
 - Time Unit
 - Procurement Unit
 - Cost Unit

Command Staff –

The **SECC Manager** provides overall coordination and direction of all SECC operations, ensuring all functional activities within the SECC are appropriately activated, staffed and operating effectively. The SECC Manager will prepare objectives for the SECC Incident Action Plan (IAP) that forms the foundation for subsequent action planning and will approve each IAP and all requests for ordering and releasing of SECC assigned resources. The Manager may have one or more deputies. A Deputy SECC Manager should all have the same qualifications as the SECC Manager, and may work directly with the Manager, serve as relief SECC Manager, or perform specific assigned tasks. All Section Chiefs within the SECC report to the SECC Manager.

The **Public Information Officer (PIO)** is responsible for managing the SECC's public information program and coordinating public information and public affairs activities among involved agencies. The PIO section will be the principal point for the development of state public service announcements and emergency broadcast coordination during a declared local emergency. This section will handle all media requests or inquiries for incident-related information submitted to the SECC. Assistant PIOs may also represent assisting agencies or jurisdictions. The PIO takes the lead in establishing the Joint Information Center (JIC), if activated. MT DES utilizes a cadre of qualified personnel assembled from internal MT DES staff, other state and local agencies, the National Guard, and the Governor's Office to perform the PIO functions. The PIO reports to the SECC Manager when the SECC is activated.

The **Liaison Officer**, when staffed, provides coordination for state and non-state agencies with representatives temporarily assigned to the SECC. The Liaison Officer is

the point of contact for state and non-state agency representatives assigned to the incident by assisting or cooperating agencies. Representatives assigned to this section will vary with the nature of the emergency. The Liaison Officer may have assistants as needed, and those assistants may also represent assisting agencies or jurisdictions. In normal activations of the SECC, agency representatives report to the Liaison Officer and the Liaison Officer reports to the SECC Manager.

The **Safety Officer** oversees the safety of SECC operations. The Safety Officer may have assistants as needed, and those assistants may also represent assisting agencies or jurisdictions. The Safety Officer reports to the SECC Manager.

General Staff –

The **Operations Section** is headed by the Operations Section Chief. The Operations Section ensures all essential emergency-related information and resource requests are received, processed and internally coordinated within the SECC. A primary focus of the Incident Action Plan (IAP) is the Operations Section, which manages, coordinates, and delivers state and federal assistance and support. The Operations Section requests or releases resources for the SECC and filters orders for state resources and relays these to Logistics. Both state and federal ESF partners who share information and decisions about discipline-specific operations work with the Operations Section.

The Operations Section may be subdivided into Branches and Groups as follows:

Montana's SECC utilizes an **ESF Coordinator** position to function as a liaison between the SECC and the various state partners who serve as the primary agency for Emergency Support Functions (ESF). The ESF Coordinator works directly with the Group Supervisors of the Response and Recovery Branches within the Operations Section as well as the Command Staff, the PIO, and Logistics positions within the SECC.

Response Branch – is comprised of groups, each with the responsibility for certain ESF functions. Established Groups oversee public works, safety, and health. Depending on the situation, response activities may include applying information to lessen the effects or consequences of an incident, critical infrastructure protection, increased security operations, ongoing public health and agricultural surveillance and testing processes, immunizations, isolation or quarantine, sheltering and medical services.

Recovery Branch - focuses on disaster assistance to ensure that those who have been, or may be, affected by disasters have access to all available state and federal programs in a timely manner. The **Public Assistance** and **Individual Assistance** groups coordinate state and federal resources to assist government and individuals, respectively, in response and recovery activities. **Hazard Mitigation** oversees grants to state and local governments for sustained mitigation measures that will reduce or permanently eliminate the long-term risk to people and property from natural hazards

and their effects. Funds are made available following a major presidential disaster declaration, allowing mitigation measure to be implemented during the recovery period.

Volunteer Coordination - provides organization of assistance to local communities before and after disaster events. This coordination may be accomplished by an activated ESF partner. Program staff mentors local communities in the formation of **Voluntary Organizations Active in Disaster (VOAD)** so that future disaster needs are effectively managed. Immediately after disaster events, program staff manages recovery requests, identifies available volunteer resources, and coordinates the delivery of materials and work efforts.

Damage Assessment - conducted to determine the impact of an incident, the scope of damage, repair estimates, and identify any immediate needs. The assessment results will be used to determine if the situation is beyond local and state capabilities and to substantiate any requests for federal assistance.

The **Planning Section** is headed by the Planning Section Chief and is structured into units, depending upon the needs of the incident. The Planning Section collects, disseminates and maintains information about the event and the status of SECC assigned resources, prepares and coordinates the demobilization of those resources, conducts SECC planning meetings, coordinates the development of the Incident Action Plan (IAP), and prepares briefings on the current status of the event. Personnel in the Planning Section are to look beyond the current and next operational period to anticipate potential problems and prepare alternative strategies. Planning cycle timeframes are determined by the SECC Manager and Planning Section Chief. The Planning Section may be subdivided into the following units:

Situation Unit – is responsible for the collection and organization of incident status and situation information. This unit evaluates and analyzes information, prepares situation displays and summaries, and develops maps and projections. Personnel in this unit can include, as needed, fire analysts, GIS personnel, meteorologists and field observers.

Resources Unit – tracks information relating to resources and estimates of future resource needs. This unit also sets up and organizes the check-in locations.

Documentation Unit – establishes a system to collect, organize and maintain SECC files for analytical, legal and historical purposes. The unit maintains, packs and stores all incident related documentation; provides copying service for the incident, including production of the Incident Action Plan for each operational period, and turns over completed documentation files to appropriate individual or agency. When there is no Documentation Unit on an incident, these duties are normally assigned to the Resource Unit.

Demobilization Unit – ensures that an orderly, safe, and cost effective release of personnel and equipment will be made when they are no longer required at the incident

by writing and implementing a demobilization plan, including a schedule and documentation of demobilization activities.

Advance Planning Unit – forecasts events or outcomes for a time period in the future of the events or disaster. This unit should be manned by personnel who don't hold response duties. Ensures section objectives as stated in the SECC Action Plan are accomplished within the operational period or within the estimated time frame. Close coordination with the Operations Section Chief to establish priorities for resource allocation to response efforts is necessary.

The **Logistics Section** is headed by the Logistics Section Chief. The Logistics Section is responsible for providing communication services, acquiring equipment, equipment maintenance and fueling, supplies, personnel, facilities, transportation, security, and medical services as well as arranging for food, lodging, and other support services as required. The Logistic Section coordinates all activities between the SECC and the National Guard. Logistics provides all support to the incident, including ordering resources from off-incident locations. The Logistics Section may be organized into the following units:

Communications Unit – is responsible for managing all radio, data and telephone needs of the SECC staff and field personnel. It is responsible for developing plans for the effective use of incident communications equipment and facilities, installing and testing communications equipment, distribution of communications equipment to incident personnel, and the maintenance and repair of communications equipment.

Supply Unit – is responsible for obtaining all resources, equipment and supplies to support emergency operations and arranging for delivery of those resources. The unit is primarily responsible for ordering personnel, equipment and supplies, receiving and storing all supplies for the SECC, maintaining an inventory of supplies, and servicing non-expendable supplies and equipment.

Facilities Unit – is responsible for ensuring adequate facilities are provided for the response effort, including securing access to the facility and providing staff, furniture, supplies and materials necessary to configure the facility in a manner adequate to accomplish the mission. The Facilities Unit is primarily responsible for the layout and activation of the SECC.

Transportation Unit – is primarily responsible for providing ground, air and watercraft transport of critical supplies, equipment, and, in some cases, personnel to desired delivery points. Once delivered, the critical resource is managed by the requesting response organization.

The **Finance/Administration Section** is headed by the Finance/Administration Section Chief. The Section is activated when required for the purpose of maintaining records on

personnel and equipment time, coordination of vendor payments for supplies and usage, claims, and for determining the cost considerations or various alternative strategies associated with an event/disaster. The section can include legal, purchasing/billing, cost forecasting and timekeeping functions. In some cases where only one specific function is required (e.g., cost analysis), that position could be established as a Technical Specialist in the Planning Section. The Finance / Administration Section may be divided into several smaller units:

Time Unit – is primarily responsible for ensuring daily personnel time recording documents are prepared in compliance with the agency(s) time policy. The Time Unit is responsible for ensuring equipment time reporting is accomplished in the Logistics Section for ground equipment. If applicable, depending upon the agencies involved, personnel time records will be collected and processed for each operational period.

Procurement Unit – administers all financial matters pertaining to vendor contracts. The Procurement Unit will coordinate with local jurisdictions and state agencies on sources for equipment, prepare and sign equipment rental agreements, and process all administrative paperwork associated with equipment rental and supply contracts.

Cost Unit – provides cost analysis data of the event. The Cost Unit must ensure all pieces of equipment and personnel that require payment are properly identified, obtain and record all cost data, analyze and prepare estimates of incident costs, and maintain accurate records of incident costs. Increasingly, the unit will be called upon to provide input to the Planning Section in terms of cost estimates of resource use. The unit must maintain accurate information on the actual cost for the use of all assigned resources.

EMERGENCY SUPPORT FUNCTION (ESF) STRUCTURE

Based upon the model provided in the NRF and the type(s) of assistance typically requested, the State of Montana has categorized assistance it can provide into 15 functional areas. These ESFs represent the kinds of services or assistance that local, tribal or state government is most likely to need during frequent and/or potentially hazardous incidents, disasters or emergencies. The SECC relies heavily upon the resources and personnel provided by various primary and supporting groups that perform the emergency support functions.

With regard to Montana ESFs, there are essentially three roles for Montana state departments, agencies and organizations to fill:

Coordinating Agency – In accordance with the provisions of MCA Title 10, Chapter 3, Part 30 Montana Disaster and Emergency Services (MT DES) will perform the responsibilities of the coordinating agency for each of the state's 15 Emergency Support Functions. These tasks will be accomplished, in large part, through the SECC's ESF Coordinator.

MT DES, as the coordinating agency is responsible for:

- Planning, organizing, coordinating, and activating the various ESFs during an incident, disaster or emergency
- Assisting the primary agencies to identify appropriate support agencies for an ESF
- Ensuring that primary agencies develop and maintain an effective procedure for the alert and notification of all ESF partners, including the support agencies
- Helping ESF partners identify appropriate roles and responsibilities for themselves
- Establishing the operational requirements for the ESF
- Tasking ESF primary agencies, who may assign activities to support agencies
- Developing, facilitating, and maintaining the ESF annexes to the MERF

Primary Agencies – A primary agency is a state agency with significant authorities, roles, resources, or capabilities to effectively “lead” a particular Emergency Support Function. The primary agency for each ESF is designated by the Coordinating Agency.

The responsibilities of a primary agency include:

- Being the initial Point-Of-Contact (POC) for the State Emergency Coordination Center when the SECC determines that it is necessary to activate the ESF
- Serving as the state’s executive agent for an ESF in the SECC. The role of executive agent incorporates the following duties:
 - Assist the Coordinating Agency to identify appropriate Support Agencies for the specific mission of the ESF
 - Makes initial contacts with Support Agencies as needed. This task will require the primary agency to develop and maintain a call-down list with 24-7-365 contact information for key personnel for all Support Agencies
 - Facilitate, and where appropriate, host working meetings of the ESF partners (should the ESF decide not to meet in the SECC)
 - Providing general leadership, guidance, and direction for Support Agencies or organizations participating in an ESF
- The primary agency is also responsible for maintaining two-way communications between the ESF team and the SECC. This communication is critical for the SECC’s ability to track the status of both deployed resources and pending resource requests

Support Agencies – Support Agencies are entities with specific capabilities or resources that support the primary agency in executing the mission of the ESF. Support Agency functions may be assigned to state agencies or volunteer and private organizations who, by their state or national charter or through written Memorandums of Agreements (MOA) with MT DES are committed to providing disaster response and/or relief assistance. Support Agencies work in conjunction to their ESF’s primary agency and with MT DES, performing the tasks previously identified as their responsibility during the formation, update and exercise of the ESF. Support Agencies are responsible for:

- Conducting operations, when requested by the designated ESF primary agency or MT DES, consistent with their own authority and resources
- Participating in planning for short- and long-term incident management and recovery operations and the development of supporting operational plans, SOPs, checklists, or other job aids, in concert with existing first-responder standards
- Assisting in the conduct of situational assessment.
- Furnishing available personnel, equipment, or other resource support as requested by MT DES or the ESF primary agency
- Providing input to periodic readiness assessments
- Maintaining trained personnel to support interagency emergency response and support team
- Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats

State departments or agencies not assigned to specific Emergency Support Functions may be called upon to support any or all Emergency Support Functions. Generally speaking, these departments/agencies must be prepared to provide a reserve of material and personnel resources, and may be required to perform previously unassigned tasks or supplement other response agencies.

Based upon information provided by departments within state government regarding their statutory roles and their current capabilities, the state departments in Table 4 have agreed to or have been designated to serve as the primary agency for the ESFs. Through MT DES, these Montana departments will work with their corresponding federal ESF partners when federal aid is necessary.

Montana & Federal Emergency Support Function Primary Agencies

ESF	FUNCTION	PRIMARY STATE AGENCY	PRIMARY FEDERAL AGENCY
1	TRANSPORTATION	DEPARTMENT OF TRANSPORTATION	DEPARTMENT OF TRANSPORTATION
2	COMMUNICATIONS	DEPARTMENT OF ADMINISTRATION	DEPARTMENT OF HOMELAND SECURITY – NATIONAL COMMUNICATIONS SYSTEM & FEMA
3	PUBLIC WORKS & ENGINEERING	DEPARTMENT OF TRANSPORTATION	DEPARTMENT OF DEFENSE – US ARMY CORPS OF ENGINEERS
4	FIREFIGHTING	DEPARTMENT OF NATURAL RESOURCES & CONSERVATION	DEPARTMENT OF AGRICULTURE – US FOREST SERVICE
5	EMERGENCY MANAGEMENT	DISASTER & EMERGENCY SERVICES	DEPARTMENT OF HOMELAND SECURITY - FEMA
6	MASS CARE, EMERGENCY ASSISTANCE, HOUSING & HUMAN SERVICES	DEPARTMENT OF PUBLIC HEALTH & HUMAN SERVICES	DEPARTMENT OF HOMELAND SECURITY - FEMA
7	LOGISTICS MANAGEMENT & RESOURCE SUPPORT	DISASTER & EMERGENCY SERVICES	GENERAL SERVICES ADMINISTRATION & DEPARTMENT OF HOMELAND SECURITY - FEMA
8	PUBLIC HEALTH & MEDICAL SERVICES	DEPARTMENT OF PUBLIC HEALTH & HUMAN SERVICES	DEPARTMENT OF HEALTH & HUMAN SERVICES
9	SEARCH & RESCUE	DISASTER & EMERGENCY SERVICES	DEPARTMENT OF HOMELAND SECURITY - FEMA
10	OIL & HAZARDOUS MATERIALS RESPONSE	DEPARTMENT OF ENVIRONMENTAL QUALITY	ENVIRONMENTAL PROTECTION AGENCY
11	AGRICULTURE & NATURAL RESOURCES	DEPARTMENT OF LIVESTOCK	DEPARTMENT OF AGRICULTURE
12	ENERGY	DEPARTMENT OF ENVIRONMENTAL QUALITY	DEPARTMENT OF ENERGY
13	PUBLIC SAFETY & SECURITY	DEPARTMENT OF JUSTICE	DEPARTMENT OF JUSTICE
14	LONG-TERM COMMUNITY RECOVERY	TBD – ON HOLD	DEPARTMENT OF HOMELAND SECURITY - FEMA
15	EXTERNAL AFFAIRS	GOVERNOR'S OFFICE	DEPARTMENT OF HOMELAND SECURITY

TABLE 4 TBD – TO BE DETERMINED

ESF # 1 – Transportation is to provide transportation support to assist in domestic incident management. Within the scope of ESF #1, designated agencies may:

- Request state, local, and civil transportation support as directed under the SECC
- Assess and report damage to transportation infrastructure as a result of the incident
- Coordinate alternate transportation services (air, surface and rail)
- Restore the transportation infrastructure and aid in recovery

- Coordinate prevention, preparedness, and mitigation among transportation infrastructure stakeholders at the state and local levels

ESF # 2 – Communications involves information transfers and the technology associated with the transfer and processing of data. It includes transmission, emission, or reception of voice, signals, writing, images, sounds, or intelligence and security of any nature by wire, radio, optical, or other electromagnetic systems. The primary and supporting agencies for ESF #2 may:

- Coordinate state actions to provide the required temporary radio communications and, through the services of supporting agencies, the restoration of all telecommunications infrastructure.
- Support all state departments and agencies in the procurement and coordination of all telecommunications services from the telecommunications (IT) industry during an incident response
- Identify and develop alternative means of communications when primary systems are inoperable.

ESF # 3 - Public Works & Engineering is structured to provide public works and engineering-related support for the changing requirements of domestic incident management to include prevention, protection, response, recovery, and mitigation actions. Activities within the scope of this function, to be carried out in coordination with supporting agencies, may include:

- Pre and post-incident assessments of public works and infrastructure
- Emergency contract support for life-saving and life-sustaining services
- Technical assistance to include engineering expertise, construction management, and contracting and real estate services
- Emergency repair of damaged infrastructure and critical facilities
- Other long-term recovery efforts

ESF # 4 – Firefighting manages and coordinates firefighting activities, including the detection and suppression of fires on state and local lands, and provides personnel, equipment, and supplies in support of state, local, and tribal agencies involved in rural and urban firefighting operations. ESF #4 tasks include provisions for:

- Coordination and utilization of interagency fire fighting resources to combat wildland emergencies
- Incident management teams to assist on-scene incident command and control operations
- Governor's Authorized Representative (GAR) for FEMA Fire Assistance Declarations

ESF # 5 - Emergency Management serves as the support ESF for all state departments and agencies across the spectrum of domestic incident management from prevention to response and recovery. ESF #5 activities include those functions that are critical to support and facilitate multi-agency planning and coordination for operations such as:

- Information flow in the pre-incident prevention phase in order to place assets on alert or to preposition assets for quick response
- Support and planning functions during the post incident response phase
- Alert and notification activities
- Deployment and staffing of designated emergency response teams
- Incident action planning
- Coordination of operations
- Logistics and material
- Direction and control
- Information management
- Facilitation of requests for federal assistance
- Resource acquisition and management, including allocation and tracking
- Worker safety and health
- Facilities management
- Financial management
- Other support as required

ESF # 6 - Mass Care, Emergency Assistance, Housing & Human Services

promotes the delivery of services and the implementation of programs to assist individuals, households, and families impacted by potential or actual disasters. This includes economic assistance and other services for individuals impacted by the incident. ESF #6's primary functions are Mass Care, Emergency Assistance, Housing, and Human Services:

- Mass Care involves the coordination of non-medical mass care services to include the sheltering of victims, organizing feeding operations, providing emergency first aid at designated sites, collecting and providing information on victims to family members, and coordinating bulk distribution of emergency relief items
- Emergency assistance that may go beyond the scope of traditional mass care services includes evacuation, the tracking of evacuees, family reunifications, aid and services to special needs populations, emergency services for household pets and service animals, support to medical and nonconventional shelters, coordination of donated goods and services, and coordination of voluntary agency assistance
- Housing provides assistance for short- and long-term housing needs of victims, including rental assistance, repair, loan assistance, replacement, factory-built housing, semi-permanent and permanent construction, referrals, identification and provision of accessible housing, and access to other sources of housing assistance
- Human Services includes providing victim related recovery efforts such as counseling, recovery for non-housing losses and destroyed personal property, food stamps, expediting processing of new benefits claims such as unemployment and legal services, services for persons with special needs, assisting in collecting crime victim compensation for acts of terrorism, and expediting mail services in affected areas

ESF # 7 - Logistics Management & Resource Support provides resource support to local and tribal governments consisting of emergency relief supplies, facility space,

office equipment, office supplies contracting services, transportation services (in coordination with ESF #1 – Transportation), security services, and personnel required to support immediate response activities. Agencies comprising ESF #7 may provide:

- Support for requirements not specifically identified in other ESFs, including excess and surplus property
- Resource support which may continue until the disposition of excess and surplus property, if any, is completed

ESF # 8 - Public Health and Medical Services provides technical support to local and tribal governments for behavioral health, public health and medical infrastructure. ESF # 8 provides crisis-counseling services to individuals and groups impacted by the disaster situation. Mental health professionals and substance abuse counselors may provide a source of education and outreach regarding unhealthy coping mechanisms that may include alcohol or drug use as a response to stress. Crisis counseling is a time-limited program designed to assist victims/survivors of a disaster in returning to their pre-disaster level of functioning. Areas of ESF #8 assistance may include:

- Public health and medical needs assessments
- Disease surveillance and outbreak control measures
- Activation and deployment of the federal Strategic National Stockpile (SNS)
- Provision of health, medical, and veterinary personnel, equipment, and supplies
- Patient evacuation and care
- Blood and blood products
- Mental health services and behavioral health counseling to victims and responders
- Food and Agriculture integrity evaluations and food safety guidelines
- Potable water, wastewater, and solid waste management guidelines
- Safety and security of hospital resources and medical supply, including pharmaceuticals, biologics, and medical devices
- Public health and medical information
- Mass fatality management, victim identification, and decontamination of remains

ESF # 9 - Search and Rescue integrates the Search and Rescue system around a core of task forces prepared to deploy immediately and initiate operations in support of ESF #9. These task forces are staffed primarily by local fire department and emergency services personnel who are highly trained and experienced in search and rescue operations and possess specialized expertise and equipment. ESF #9 activities can be classified as Wilderness, Urban, Waterborne, or Aeronautical, all pertaining to:

- Life-saving assistance
- Search and rescue operations including the location, recovery, extrication and limited onsite medical treatment of lost or entrapped victims

ESF # 10 - Oil and Hazardous Materials Response provides for a coordinated response to actual or potential oil and/or hazardous materials incidents. ESF #10 functions may include:

- Actions to prepare for, prevent, minimize, or mitigate a threat to public health, welfare, or the environment caused by actual or potential release of oil and/or

hazardous materials, including chemical, biological, and radiological substances whether accidentally or intentionally released

- Environmental short-term and long-term cleanup efforts

ESF # 11 - Agriculture and Natural Resources is responsible for the protection of resources, which includes appropriate response actions to conserve, rehabilitate, recover, and restore resources. ESF #11 ensures, in coordination with ESF #8 – Public Health and Medical Services, that animal/veterinary/wildlife issues in natural disasters are supported. ESF #11 concerns may contain:

- Nutrition assistance needs
- Animal and plant disease and pest response includes implementing an integrated state, local, and tribal response to an outbreak of a highly contagious or economically devastating animal / zoonotic disease, an outbreak of a highly infective exotic plant disease, or an economically devastating plant pest infestation
- Food safety and security includes the inspection and verification of food safety aspects of slaughter and processing plants, products in distribution and retail sites, import facilities at ports of entry, laboratory analysis of food samples, control of products suspected to be adulterated, plant closures, food borne disease surveillance, and field investigations
- Protection and restoration of natural and cultural resources and historic properties

ESF # 12 – Energy collects, evaluates, and shares information on energy system damage and estimates on the impact of energy system outages within affected areas. The term “energy” includes producing, refining, transporting, generating, transmitting, conserving, building, distributing, and maintaining energy systems and system components of electrical power, natural gas, petroleum, and coal. ESF #12 partners may provide:

- The protection, assessment, repair, and restoration of energy infrastructure, including projected schedules, percent completion of restoration, geographic information on the restoration, and other information as appropriate
- Energy industry utilities coordination, including assistance in obtaining equipment, specialized labor, and transportation for system repair or restoration
- Energy forecasts, including estimates of the number of customers without specific utilities, assessments of power needs, and estimates of environmental damage

ESF # 13 - Public Safety and Security provides a mechanism for coordinating and providing support to state and local authorities to include non-investigative/non-criminal law enforcement, public safety, and security capabilities and resources during potential or actual incidents. ESF#13 generally is activated in situations requiring extensive assistance to provide public safety and security and where County/Tribal government resources are overwhelmed or are inadequate, or in pre-incident or post-incident situations that require protective solutions or capabilities unique to the state government. ESF #13 supports safety and security aspects of incident management, which may include:

- Facility and resource security, including critical infrastructure protection

- Security planning and technical resource assistance
- Access, traffic, and crowd control
- Public safety and security in both pre-incident and post-incident situations

ESF # 14 - Long-Term Community Recovery - The policies and concepts in this annex apply to appropriate state departments and agencies following disaster that affects the long-term recovery of a community. Based on an assessment of incident impacts, ESF #14 support may vary depending on the magnitude and type of incident and the potential for long-term and severe consequences. ESF #14 will most likely be activated for large-scale or catastrophic incidents that require federal assistance to address significant long-term impacts in the affected area e.g., impacts on housing, businesses and employment, community infrastructure and social services. ESF #14 includes:

- Transitioning from response to recovery in field operations
- Assessing social and economic consequences of an event
- Conduct market disruption and loss analysis and develop a market-based long-term recovery plan
- Identify gaps in available resources
- Coordinating Public Assistance activities
- Coordinating Individual Assistance

The Department of Homeland Security (DHS) is developing a Recovery Framework which may replace the Long-Term Community Recovery (ESF #14) with a more robust Recovery structure. Until the State officially responds to the National Recovery Framework, ESF #14 partners will provide recovery support as noted in this plan.

ESF # 15 - External Affairs coordinates state actions to provide the required external affairs support to state, local, and tribal incident management elements. This annex details the establishment of support positions to coordinate communications to various audiences. ESF #15 applies to all state and local departments and agencies that may require public affairs support or whose public affairs assets may be employed during a disaster. The provisions of this annex apply to any response or other event designated by the Governor's Office where significant interagency coordination is required. ESF #15 is organized into the following functional components:

- Public Affairs
- Community and Media Relations
- Congressional Affairs
- Tribal Affairs
- State and local Coordination

ESF #15 specifies the relationship between communications resources and the SECC. Incident communications actions contained in the SECC are consistent with the template established in the National Incident Management System (NIMS).

ROLES & RESPONSIBILITIES

Governor: The Governor, as the Executive Head of State, has the inherent responsibility and the constitutional and statutory authority to commit state and local resources (personnel, equipment and financial) in order to authorize and provide for coordination of activities relating to disaster prevention, protection, mitigation, response and recovery by agencies and officers of this state and similar state-local, interstate, federal-state, and foreign activities in which the state, its political subdivisions and tribal governments may participate per Declaration of Policy in 10-3-101 MCA. Through state resources such as the National Guard, Montana DES and other state agencies, the Governor communicates with the public, facilitates coordination and assistance within Montana as well as with other states, tribal governments and the federal government, and makes, amends or suspends certain orders and regulations appropriate with a response.

Disaster and Emergency Services (MT DES): In accordance with 10-3-105 MCA, the Governor has delegated MT DES responsibility for the management and coordination of state emergency operations and, when necessary, federal resources. MT DES is responsible for the organization and operation of the State Emergency Coordination Center (SECC) daily and when activated for an emergency. MT DES is responsible for coordinating with state departments, assisting local government in all phases of all-hazard emergency management, and in developing and maintaining of emergency operations plans. In emergency or disaster situations, the MT DES Administrator or his/her designee, will make recommendations to the Governor on state declarations of a disaster/emergency, requests for federal assistance, and provide situation reports on ongoing activities.

Governor's Authorized Representative: The Administrator of Disaster and Emergency Services or his/her designee, operating on behalf of the Governor, provides the necessary coordination, direction and control, for state rendered emergency assistance to local jurisdiction(s) in those situations that do not warrant a Gubernatorial Declaration of Disaster/Emergency. If an emergency or disaster situation is of such severity and magnitude as to warrant a Gubernatorial or Presidential declaration, the MT DES Administrator may designate a Public Assistance Officer, a Mitigation Officer, and Individual Assistance Officer.

The Administrator of Disaster and Emergency Management or his/her designee serves as the Governor's principal assistant in the coordination and supervision of all activities of state and local government in conducting emergency operations under a gubernatorial and/or Presidential emergency or disaster declaration. The MT DES Administrator will act in cooperation with the **Federal Coordinating Officer (FCO)** during a Presidential disaster declaration. A **Principle Federal Official (PFO)**, as delegated by the NRF, will settle conflicts.

The Governor's Authorized Representative, normally the Administrator of Disaster and Emergency Services or a member of the Command Staff, serves as the state's

representative for the execution of all necessary documents for disaster assistance following a gubernatorial or Presidential declaration of an emergency or disaster.

Governor's Multi-Agency Coordinating Group (GMAC): Multiagency coordination allows all disciplines of government to work together more effectively. While strategic and tactical issues are managed by Incident Command and the SECC, the Multi-Agency Coordinating Group (GMAC) assists the Governor in matters of policy during complex emergency or disaster situations. The primary function of the GMAC is to prioritize the incident demands for critical or competing resources. This Group is scalable and situation dependent. Members may include, at the Governor's discretion, selected state department Subject Matter Experts designated by their Directors, members of the Governor's cabinet, and state elected officials, such as the Attorney General, the Secretary of State, the Superintendent of Public Instruction, and the Public Services Commission, as needed.

State Departments: Within their statutory authorities, state agencies are responsible to provide assistance to local jurisdictions when local capabilities are overwhelmed by an emergency or disaster. Upon implementation of this plan, primary agencies are responsible for their assigned ESF. The operational roles, responsibilities and intra-organizational relationships of state departments are described in assigned ESFs to this plan.

State Hazard Mitigation Officer serves as the state's representative for all mitigation activities, technical and financial.

Public Assistance (PA) Officer serves as the state representative to the local, state, and federal Preliminary Damage Assessment (PDA) team assessing damage to public infrastructure. The PA Officer's tasks include coordinating the project worksheets (PW) with the FEMA PA Officer, overseeing project billing and disbursement of federal and state funds, providing for project closeouts, and executing all necessary documents when a Presidential declaration includes Public Assistance.

Individual Assistance (IA) Officer serves as the state representative on the federal Preliminary Damage Assessment (PDA) team when an Individual Assistance declaration is being sought. The IA Officer coordinates with multiple state agencies, local Emergency Management Coordinators and Commissioners, the Small Business Administration (SBA), VOAD, the Farm Service Agency, and FEMA to identify potential individual needs and facilitate assistance.

Local and Tribal Governments: The elected officials of each political subdivision (counties, municipalities and tribes) have the responsibility to reduce the vulnerability of people and property to the effects of emergencies and disasters. They should ensure that local governmental agencies are capable of efficient and responsive mobilization of resources in order to protect lives, minimize property loss, and expedite recovery efforts during an emergency or disaster. As per 10-3-401 MCA, local and tribal governments are responsible for the development of a Disaster and Emergency organization with

deliberate, purposeful plans and well-trained emergency personnel to provide immediate and effective relief and recovery assistance to the limits of their capability. The local Emergency Operations Plan (EOP) should be prepared based upon a valid hazards and risk analysis. In order to verify planning has been adequate, local and tribal governments should have a jurisdiction-wide, progressive and comprehensive training and exercise program covering direction, control and coordination, and functional areas. The evaluation process, using the Homeland Security Exercise and Evaluation Program, (HSEEP), will determine the need and assign the responsibility and timeline for changes to local emergency plans.

Federal Government: The federal government has responsibilities to respond to national emergencies and to provide assistance to states when an emergency or disaster is beyond their capability to handle. The Department of Homeland Security has the overall responsibility for the coordination of federal emergency/disaster relief programs and supporting local and state government capabilities with resources.

Volunteer and Private Organizations: Several agencies that are organized to provide assistance during a disaster or emergency to meet essential needs exist within the state. Some organizations with existing Memorandums of Understanding/Agreements with the state have been assigned supporting roles to specific Emergency Support Functions.

Direction, Control, and Coordination

Principle of Local Government Control: Direction and control prior to, during, and following an emergency or disaster rests with the elected leadership of the legally recognized jurisdiction impacted by a given emergency or disaster. This authority continues throughout the stages of emergency operations or until conditions warrant a change in such authority.

Incident Level Management: A local incident management system, incorporating the functions, principles, and components of the ICS and NIMS should be adopted and utilized by all response agencies. The local Emergency Operations Plan (EOP) should delineate the concept for on-scene incident management to be used by all local agencies involved in emergency operations. The flexibility and rapidly expandable organizational structure, and the use of a common terminology, make this system particularly useful when coordinating a multi-functional response, as well as, easily adaptable to supporting multiple agencies and/or multiple jurisdictional emergencies. EOPs should include details on the interface between the on-scene incident command system and local emergency operations center (EOC) and the interface between local EOCs and the SECC.

Local Level Management: The counties or municipalities are responsible for emergency operations within the jurisdiction. The on-scene Incident Commander (IC) is responsible for the command and control of specific activities at the incident site. Local government is generally responsible for coordination and control of all administrative and overhead functions. When an emergency situation threatens to escalate beyond the capabilities of on-scene responders, including mutual aid assistance, activation of the local emergency operations center (EOC) may be required. The acquisition of additional resources and dissemination of disaster information functions move to the EOC so that the management of these functions can be more easily controlled and coordinated by the responsible authority.

State Level Management: In an emergency or disaster that overwhelms the resources and capability of a local jurisdiction, the Governor may exercise his/her authority to use the resources of state government. The management of the state's response is facilitated by the policies of the MERF and its implementing procedures. MT DES is responsible for the coordination of the state response to an emergency or disaster. The SECC's principal emergency management function is not that of an initial responder, but that of coordinator for the acquisition, prioritization and distribution of state, private and, if needed, federal resources. Based upon the timely receipt and verification of the emergency request of a local or tribal jurisdiction, MT DES will task the appropriate state agency to provide requested resources, services or information. The state department receiving a tasking/mission will coordinate assistance with the incident management structure of the requesting jurisdiction. If the disaster situation is of such magnitude as to require federal assistance, the state, through the SECC or a Joint Field

Office (JFO) if one has been established, will function as the primary coordination agency for the rendering of federal assistance.

Federal Level Management: If the emergency is of a magnitude that federal assistance is granted, the federal agencies' actions are in support of the state and local governments. Coordination will take place from the appropriate Emergency Support Function to the federal Emergency Support Function. Coordination will take place at the SECC or a Joint Field Office, if one is established.

Non-Governmental Organizations (NGOs): Non-political, non-profit service, professional and charitable groups such as the American Red Cross, Catholic Charities, and Voluntary Organizations Active in Disasters (VOAD) are all NGOs that commonly participate in emergency services, often playing major roles in planning, response and recovery.

Volunteer organizations may be called upon, as appropriate, to assist in disaster preparedness, response and recovery. Montana Voluntary Organizations Active in Disasters (MTVOAD) will coordinate these organizations.

The private sector has significant responsibility for critical infrastructure protection and business restoration. Although the role of the private sector is not legislated, their responsibilities to the public make them an important partner with all levels of government.

Local Emergency Operations Organization: ICS and the organization of the local emergency operations center (EOC) must be closely integrated in order to adequately address the issues facing a community during emergencies and disasters. The criteria for EOC activation, its organizational structure, and the issue of the transfer of incident command functions and authority should be clearly delineated in local Emergency Operations Plans and understood by all parties before an incident occurs. Local level EOCs should be organized to provide for the following functions: Management, Operations, Planning and Information, Logistic, and Finance and Administration. Dependent upon the staffing requirements, these functions can be combined.

State Emergency Operations Organization: The State Emergency Coordination Center (SECC) provides the primary location through which MT DES can coordinate support to local governments in disaster situations. The SECC serves as the principal point for coordinating and tasking state departments and volunteer agencies in the delivery of emergency assistance to affected jurisdiction(s). The SECC provides the Governor with a secure location to assemble and analyze critical disaster or Homeland Security information, facilitate the decision making process, coordinate the response activities of state government, and ensure interagency cooperation, coordination and communications.

The state emergency operations organizational structure is designed to be flexible, easily expandable, and proactive to the needs of local government. The state organization by functional elements provides for a uniform linkage between the state and federal systems.

Communications

Effective emergency communications between the SECC and on-scene coordinators, among SECC personnel, and between the SECC and the public is vital to the protection of life and property as well as efficient and effective incident management. To accomplish effective multi-jurisdictional incident management, a common communications plan with agreed-upon frequencies designated to various incident functions is to be used. This communications plan ties together the tactical and support units of the various agencies and organizations and maintains communications discipline. Common terminology, including the establishment of plain language (clear text) communications standards, is to be used. The communication plan also includes protocols for voice, data, GIS, and internet use as well as data encryption. Standardization of data collection and analysis is to be created to effectively share information during an incident or planned event. An objective of the communication plan is to create a common operating picture for all contributors to the incident response. At the current time, ESF #2 – Communications and other plans detailing communications protocols are being developed.

Accurate, up-to-date information about emergency incidents, including information concerning injuries, damage, evacuation, and resources is to be provided by field personnel to the SECC by telephone, WebEOC, internet, and radio. The Operations Section will also receive emergency information directly from County and Tribal Coordinators in the field. All incident communications should be limited to essential information. Together, this information provides the basis for initiating the emergency response support.

The Communications Unit of the Logistics Section is responsible for all communications planning at the SECC. This will include incident established radio networks, telephone, public address, and off-incident telephone/microwave/radio systems.

Should internet-based phone systems, radio systems, or other communications systems fail, numerous Amateur Radio Operators within Montana can be called upon to provide VHF/UHF/HF voice and data communication capabilities. Both Auxiliary Communication (AUXCOM) and Military Auxiliary Radio System (MARS) can be utilized to establish a reliable system of communications between on-scene personnel, the SECC, and other resources.

Communications within the SECC are a vital part of effectively supporting the local and tribal jurisdiction(s) responding to an incident. Information needs to be shared among the SECC personnel to allow their appointed tasks to be accomplished based on accurate knowledge. The SECC uses a computer application, WebEOC, to communicate incoming information to all appropriate SECC personnel, including notations of significant events, contact information, sheltering information, ICS forms, FEMA forms, checklists, action items by position, maps, weather alerts, and links to other outlets.

Pertinent information and updates during times of disaster and emergency events can be followed via Facebook, Twitter and Google Plus links on the MT Des web site, when the SECC is at an increased activation level. Social media protocols are currently being developed.

Requests for non-emergency assistance received by the public information staff should be routed to the appropriate personnel. Montana DES staff members not directly involved in the emergency response are to receive updated and accurate information about the incident. This information is to include the phone numbers for public information/rumor control positions, in case the public attempt to contact MT DES directly seeking information on the incident. Callers are to be referred to the public information personnel.

During a large incident involving all levels of government, a PIO may become a member of, or feed information to, a **Joint Information Center (JIC)**. The JIC is a central clearinghouse established as part of the SECC by state and federal agencies, and is designed to allow PIOs from involved agencies to coordinate information released to the media and the public. If a JIC is established, all media releases are through the JIC. Daily briefings will be conducted, information provided to local and regional governments, and public information posted on an incident website. The PIO will monitor media messages and public rumors to help in crafting effective and appropriate public information releases.

Administration, Finance, and Logistics

In order to assist emergency operations and recovery activities during an emergency or disaster, local, tribal and state governments may determine if any normal administrative procedures shall be suspended, amended or made optional. Departures from the usual methods of doing business may be stated in the declaration or Executive Order of Disaster/Emergency.

The **Statewide Mutual Aid System Act** (MCA Title 10, Chapter 3, Part 9) allows any political jurisdiction in Montana to request resources of or make resources available to any other political jurisdiction. Sovereign Indian Nations may choose to participate in the intrastate mutual aid system by adopting a tribal government resolution declaring the tribe's desire to be a member jurisdiction. Intrastate mutual agreements may be formal or informal, written or oral. Intrastate mutual aid should be exhausted prior to requesting support from MT DES.

Montana Code Annotated 10-3-205 allows Montana to enter into interstate mutual aid compacts that provide voluntary assistance among participating states in responding to any disaster or imminent disaster that overextends the ability of local and state governments to reduce, counteract, or remove the danger. Montana does participate in **Emergency Management Assistance Compact (EMAC)**, the nation's state-to-state mutual aid system administered by the National Emergency Management Association (NEMA). Assistance may include, but is not limited to, rescue, fire, police, medical, communication, and transportation services and facilities to cope with problems which require use of special equipment, trained personnel, or personnel in large numbers not locally available. Montana may also enter into intergovernmental arrangements with neighboring provinces of Canada for the purpose of exchanging disaster and emergency services (MCA 10-3-204).

There are times that MT DES requests the assistance of personnel from other state and local agencies to perform duties with and within the SECC. When an **Employee Loan** occurs, the procedure will follow the guidelines explained in the MT DES Policy #10, effective May 22, 2012. A resource can be requested via email, fax, phone, or dispatch center. The requesting entity assumes all financial responsibility, including payroll and workers' compensation liability, for the loaned employee from the time the employee loan is approved until demobilization and a return to the employee's normal work station. The requesting entity will complete and process all required forms. The loaned employee will take leave without pay from their normal employment. The loaned employee will use the equipment of the requesting entity. Time and expenses shall be recorded showing clear separation between work performed for the requesting and work performed for the normal employer.

Occasionally, MT DES personnel may be deployed to local or tribal emergency management programs to assist them during times of duress.

The **Logistics** and the **Finance and Administration** Sections of the SECC are responsible for coordinating the measures that are necessary to process and track expenditures.

Tasks include:

- Ensuring there is sufficient budget authority and federal funds to compensate for response costs, including any required state matching fund commitments to ensure proper reimbursement of funds to eligible local, state and non-profit entities for reimbursable response and recovery efforts.
- Monitor costs associated with the event and seek budget authority requests as required, even after the state of emergency has ended
- Identifying and tracking all eligible federal costs incurred during and after the event for reimbursement by FEMA
- Maintenance of documentation related to the purchase of equipment, services and commodities by the SECC to meet the response and recovery needs
- Maintain, document and track personnel overtime and compensatory time of personnel
- Process documents to ensure expeditious employment of additional response and recovery personnel to meet the staffing requirements of the event

Plan Development & Maintenance

PLAN DEVELOPMENT

Montana Disaster & Emergency Services (MT DES) has the overall responsibility for emergency planning and the coordination of state resources in the conduct of emergency operations. MT DES is responsible for the development and maintenance of appropriate planning documents that address responsibilities assigned in this plan and standard operating guidelines. MT DES will ensure appropriate distribution of the Basic Plan, as well as Annexes.

PLAN MAINTENANCE

Montana Disaster & Emergency Services' (MT DES) Planning Bureau will coordinate the maintenance of this Basic Plan and Annexes until such time as the plan is superseded.

Primary agencies have the responsibility for maintaining annexes, appendices, standard operating guidelines, notification lists, and resource data pertaining to their assigned Emergency Support Function (ESF). Agency resource data must be accessible to agency representatives at the SECC to facilitate the capability of the agency to support its emergency management responsibilities.

Components of the MERF should be exercised annually in the form of a simulated emergency, designed and coordinated by MT DES in order to provide practical, controlled, operational experience to those who have SECC responsibilities. Exercises will be designed to evaluate the effectiveness of this plan and its associated annexes and procedures. MT DES will have primary responsibility for hazard-specific tasks, in consultation with appropriate support agencies, to develop, conduct, and evaluate operational exercises of this plan. As part of the evaluation process, the primary agency will provide written recommendations for revisions to this plan to MT DES.

MT DES and all ESF primary agencies are responsible for participating in a bi-annual review of the plan, based on lessons learned during actual occurrence events and exercises, and other changes in organization, technologies and/or capabilities.

Authorities & References

AUTHORITIES AND REFERENCES

State Laws and Statutes:

Montana Disaster and Emergency Services (MT DES) fulfills its responsibilities as stated in Montana Code Annotated (MCA) Title 10, Chapter 3, Part 105.

The Montana Emergency Response Framework (MERF) is created and updated in compliance with 10-3-301 MCA.

Federal Directives, Laws and Statutes:

- 1) The National Strategy for Homeland Security of July 16, 2002
- 2) Department of Homeland Security Strategic Plan 2012-2016, February 2012
- 3) Homeland Security Presidential Directive 5: Management of Domestic Incidents
- 4) Homeland Security Presidential Directive 7: Critical Infrastructure Identification, Prioritization, and Protection
- 5) Presidential Policy Directive (PPD-8), National Preparedness, March 30, 2011
- 6) Presidential Decision Directive 39: United States Policy on Counter Terrorism
- 7) Presidential Decision Directive 63: Critical Infrastructure Protection
- 8) The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288), as amended, provides authority for response and recovery assistance under the Federal Response Plan, which empowers the President to direct any federal agency to utilize its authorities and resources in support of state and local assistance efforts
- 9) Public Law 106-390, Disaster Mitigation Act of 2000, to amend the Robert T. Stafford Disaster Relief and Emergency Assistance Act to authorize a program for pre-disaster mitigation, to streamline the administration of disaster relief, to control the federal costs of disaster assistance, and for other purposes.
- 10) Emergency Management Assistance Compact (Public Law 104-321)
- 11) Public Law 107-296, 116 Stat. 2135 (2002) (codified predominantly at 6 U.S.C. 101-557 and in other scattered sections of the U.S.C.), established the Department of Homeland Security with the mandate and legal authority to protect the American people from the continuing threat of terrorism
- 12) The Americans with Disabilities Act (ADA) of 1990
- 13) Public Law 91-671, Food Stamp Act of 1964, in conjunction with Section 412 of the Stafford Act, relating to food stamp distributions after a major disaster

Code of Federal Regulations:

- 1) 28 CFR Part 35 – Nondiscrimination on the Basis of Disability in state and local government services
- 2) 44 CFR Part 10 -- Environmental Considerations

- 3) 44 CFR Part 13 -- Uniform Administrative Requirements for Grants & Cooperative Agreements
- 4) 44 CFR Part 14 -- Audits of state and local governments
- 5) 44 CFR Part 59-76 --National Flood Insurance Program and related programs
- 6) 44 CFR Part 201 – Mitigation Planning
- 7) 44 CFR Part 204 – Fire Management Assistance Grant Program
- 8) 44 CFR Part 206 -- Federal Disaster Assistance for Disasters Declared after Nov. 23, 1988
- 9) 44 CFR Part 360 – State Assistance Programs for Training and Education in Comprehensive Emergency Management
- 10) 44 CFR Part 361 – National Earthquake Hazards Reduction Assistance to state & local governments